DOCUMENT RESUME

ED 350 257 SP 033 929

AUTHOR Towsley, Lona
TITLE A Work of Justice and Progress. The Story of the UNESCO/ILO 1966 Recommendation Concerning the Status of Teachers.
INSTITUTION World Confederation of Organizations of the Teaching Profession, Morges (Switzerland).
PUB DATE 91
NOTE 38p.; Paper prepared for the 25th Anniversary of the Recommendation's adoption.
PUB TYPE Reports - Descriptive (141)

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS Educational History; Educational Improvement; Educational Quality; Elementary Secondary Education; Foreign Countries; *International Cooperation; *Teacher Responsibility; Teacher Rights; *Teacher Welfare; *Teaching (Occupation); Teaching Conditions
IDENTIFIERS International Labour Organisation; UNESCO; World Confederation of Orgs of the Teaching Prof

ABSTRACT

The paper presents a history of the 1966 United Nations Educational, Scientific, and Cultural Organisation (UNESCO)/International Labour Organisation (ILO) recommendation concerning the status of teachers. It spans the years 1945-1966, explaining how the recommendation evolved into the present text designed to improve teacher status and working conditions, improve educational standards, provide more professional freedom for teachers, and encourage unity. The paper examines: (1) the work and contributions of the World Confederation of Organisations of the Teaching Profession (WCOTP); (2) the role of the ILO; (3) collaboration among United Nations bodies; and (4) the role of the International Bureau of Education. In the 1960s, UNESCO and ILO prepared a draft paper covering all professional, economic, and social problems of teachers. Two appendices offer a chronology of international events from 1874-1966 and the recommendation concerning the status of teachers adopted in October 1966. (SM)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

A WORK OF JUSTICE AND PROGRESS*

The Story of the 1966 Recommendation concerning the Status of Teachers

> *"First,...we should endeavor to improve the material position of teachers and their conditions of work; secondly, we should improve the educational standards of teachers; thirdly, we should seek more professional freedom for teachers, and lastly, we should seek unity amongst teachers."*

It was with these words that Ronald Gould**, the first WCOTP President, addressed the Assembly in 1953. The World Confederation, like its predecessor organisations, has been vitally concerned with the status of the teaching profession since its foundation in 1952, and the story of the Recommendation is linked closely with its history.

The Recommendation is also connected with the long search for unity among international teachers' organisations. The birth of the United Nations in 1945, quickly followed by that of UNESCO, helped to strengthen the resolve of the people who were struggling to form a world teachers' body. They knew that was the time to start the long effort to represent teachers at the United Nations, particularly in the International Labour Organisation, UNESCO (United Nations Educational, Scientific and Cultural Organisation), and the International Bureau of Education.

In this account, spanning the years 1945-1966, we will try to show how the Recommendation evolved into the present text. The beginning came during a crucial period of world history, the years immediately after the Second World War. There was then, and even during the last years of the war, an increasing determination among educators that the power of their profession should be enlisted to help deal constructively with international problems.

> "A world Confederation of teachers' organisations is now in the making. This Confederation 'really emanates from a deep aspiration of the mass of teachers for a union for which the time has sounded and which must be given the strength to change these objectives into a reality.'" 1951.***

---

* Quoted from the inaugural address by René Maheu, Director General of UNESCO, at the Special Intergovernmental Conference on the Status of Teachers, Paris, 1966.

** Mr. Gould was also General Secretary of the National Union of Teachers of England and Wales from 1946 to 1970. He became Sir Ronald in 1955.

*** IFTA Bulletin, No. 7, Jan. 1951. Quoted in General Report, ILO Advisory Commmittee on Salaried Employees and Professional Workers, 2nd session, Geneva, 1952.

In the Beginnings

In the early days, there were several proposals for texts which would eventually lead to the Recommendation These were known as the Teachers' Charter.

The request for a draft of a world charter for teachers was originally made on the 27th of November 1946 to a meeting of the Sub-Commission on Education at the UNESCO General Conference by the delegate of China. He requested that UNESCO "draft and promulgate a World Teachers' Charter, which would tend to (1) ensure the material conditions of the teacher, (2) raise his moral condition, (3) protect freedom of teaching."*

According to the records of the conference, "The first two points were immediately agreed upon, but the question of freedom of teaching led to discussion."

"The French delegate considered that, by taking a stand on the matter of freedom of education, UNESCO would be interfering with the domestic policy of governments, and a difference must be made between respect for teachers' individual opinions, which nobody disputed, and the organisation of education in the State, for which the government must be responsible."

"The delegate of the United States suggested that the proposal of the Chinese delegation be submitted to the Director General, who would appoint a Commission to study it. This proposal was accepted. The Chinese delegate withdrew the three points submitted and asked that only the general principles be considered by this Sub-Committee. The proposal was then adopted."

In early December 1946, still during the first UNESCO General Conference in Paris, William G. Carr, then Secretary General of the newly formed World Organisation of the Teaching Profession (WOTP), took advantage of the presence there of teachers in some of the national delegations to call an informal meeting at his office in UNESCO headquarters. WOTP was the predecessor of WCOTP. Representatives of 12 national and three international education groups met to discuss, among other matters, the UNESCO proposal for the drafting of an international Teachers' Charter, which he described as "a sort of combined bill of rights and code of ethics for teachers everywhere." Such a document had been proposed to leaders of WOTP a few months earlier in August by T.C. Chang, a Chinese professor who was one of the signers of the draft WOTP constitution. They all agreed to support the drafting of a charter, but it was not until 20 years later that it became today's Recommendation.

Dr. Carr worked at the preparatory conference for the establishment of UNESCO. This was the United Nations Conference for the Establishment of an Educational and Cultural Organisation and it began in London November 1, 1945. He served as deputy to Sir Alfred Zimmern, the Secretary General. Earlier the same year, in May, Dr. Carr took part in the founding conference of the UN in

---

* Records. General Conference First Session. Held at Unesco House, Paris, from 20 Nov. to 10 Dec. 1946.

San Francisco, where he was instrumental in seeing that the UN Charter contained provisions for international cooperation in education. These were missing in the Covenant of the League of Nations.

To follow up on the first suggestion of a teachers' charter -- the Programme of UNESCO for 1947, which was approved by the Executive Board in April 1947, contains a point under "Other Projects and Activities":

> "Teachers' Charter
>
> Promote the drafting of a teachers' charter by appointing a committee which will invite drafts of such a charter from interested persons and groups, with a view to improving the status of teachers." (emphasis added)

A preliminary exchange of views on the subject among governmental representatives of 42 nations took place at the 10th International Conference on Public Instruction in Geneva in July 1947, organised by the International Bureau of Education.

"It was generally agreed that such a Charter would have value in so far as it promoted progress within the various nations, but that on the international plane it must be preceded by careful discussion of the many problems arising in the teaching profession. It is intended by UNESCO to promote the formation of a Committee to enter into contact with professional organisations, with a view to furthering worldwide discussion of teaching conditions and the eventual adoption of a Teachers' Charter."*

UNESCO also reported in 1947 to its second General Conference on the establishment of relations "with a large number of international organisations in the field of education, particularly with teachers' organisations. UNESCO's programme has been discussed with these through correspondence and interviews, and members of the staff have attended conferences of the most important of these organisations. It is hoped soon to make arrangements with several of these, with a view to linking their activities to UNESCO's programme, for example:

> "The International Student Service
> The International Federation of Secondary School Teachers 1
> The International Federation of Teachers Associations 2
> The World Organisation of the Teaching Profession 3
> The International Association of University Professors & Lecturers."

---

* From Report of the Director General on the Activities of the Organisation in 1947, presented to the Second Session of the General Conference at Mexico City, November-December 1947, UNESCO.

1 FIPESO, founded in 1912, which would join with IFTA and WOTP in 1952 to form WCOTP.
2 IFTA/FIAI, founded in 1926, which would join with FIPESO and WOTP in 1952 to form WCOTP.
3 WOTP/CMPE, founded in 1946.

In 1948, WOTP collected opinions from its members regarding the scope and content of an international teachers' charter, as discussed at the 1947 UNESCO General Conference. In general, the UNESCO Conference agreed with the teachers' position that the charter should arise chiefly from the initiative and leadership of teachers' organisations. This was one of the items on the agenda of the WOTP Assembly in 1948.

At the same time in 1948, the International Federation of Teachers' Associations (IFTA) adopted at its 17th conference a draft of a Charter of Teachers' Rights, which was being studied also by the other two federations making up the recently formed Joint Committee of International Teachers' Federations: FIPESO (International Federation of Secondary School Teachers), and FISE (World Federation of Teachers' Unions). This document, which was signed in 1954 by these groups, was six years in the making and the final name was "The Teachers' Charter" (Charte des Educateurs).* It contained 15 points.

Some of the Work of WCOTP

WCOTP contributed in large part to the work on the draft Recommendation. Officials of WCOTP served as chairpersons of preliminary meetings held by both UNESCO and ILO which led to the preparation of the draft. The ILO meetings on teachers' conditions of service date back to 1952.

Officials of WCOTP's constituent federations, IFTA and FIPESO, also took part in these meetings, and in those which went on before 1952 during the years of WCOTP's predecessor, the World Organisation of the Teaching Profession.

4th WCOTP Assembly of Delegates

The 1955 WCOTP Assembly of Delegates in Istanbul, Turkey, had as its theme Status of the Teaching Profession, and the 11 resolutions adopted were based on reports from 33 countries. Discussion groups covered the various aspects of status: academic, professional, economic, legal. George Ashbridge, a member of the WCOTP Executive and Secretary of the New Zealand Educational Institute at the time, who prepared the survey, said,

> "It may be that in the immediate future the success of our teacher organisations in raising the status of teachers - in the comprehensive sense of the term - will depend on our ability to reconcile our trade union functions (salaries, conditions of employment, legal protection of members, and so forth) with our strictly professional functions (raising the quality of the service teachers give). There can be real conflict here between loyalty to the individual member who has paid his dues and loyalty to the teaching service as a whole and to the children we serve."

Mr. Ashbridge was in effect describing the divergences which had plagued relations among international teachers' groupings for a long time.

---

* See Appendix I for dates and descriptions of groups and events relevant to this entire period.

Differences Arising in Search for Unity

The first attempts to unite internationally, at least on the part of primary teachers, were made in the final quarter of the last century. The idea of extending cooperation beyond national borders took clearer shape at the beginning of the present century, at a time when teachers' associations were gaining ground in the various countries.

Initial efforts at association were interrupted by the First World War but were resumed after it. (See Appendix I). It was at this time that the conviction became firmly established in many teaching circles that concerted effort was essential to the progress of education and of the teaching profession.

Equally important was the universal desire among nations and peoples, and particularly teachers, to find some common ground upon which they could come together to prevent another war. They believed this could be accomplished through education.

The idea of international solidarity withstood the stresses of the Second World War, and with the return of peace broken contacts were renewed, international organisations re-established, and new ones founded.

While a great number of teachers' groups had nearly the same objectives, opinions differed considerably over the kind of organisation and procedure best suited to the cause of education and that of the teaching profession.

At the national level, teachers' organisations showed differences in form which reflected historical, sociological, or ideological considerations. Some showed a preference for the pure occupational association, the idea being that the teaching profession is different from other occupations. Membership in these was usually limited to teachers, although some of them had mixed membership. In other cases, the tendency was to form organisations which, although not called trade unions, nevertheless operated in the same way. Some associations of this type maintained friendly relations with the workers' unions, while others made no attempt to enlist their support. Others again had definite trade union form, proclaiming the solidarity of teachers with the world of labour and cooperated with one or another section of the trade union movement. Lastly, religious principles formed the basis for membership in some organisations.

When considered from another angle, teachers' organisations can be seen to have two different tendencies, each also visible at the international level. The aim of some was the unity of the profession, and they sought to link teachers employed in the different levels of education into one single organisation in which all problems were considered by all professional categories. The others, while favouring the idea of a national federation, felt that at least two groups of organisations can and should exist side by side - one for the various types of primary education and the other for secondary. There were also groups of teachers in vocational and technical education.

Thus it was that after the Second World War some groups of teachers favoured affiliation with international trade union federations and

others did not. In turn, the goals of these trade unions reflected the world politics of the post-war era, with all that this implied.

Role of the ILO

Other activities leading towards the Recommendation were taking place parallel with the non-governmental effort. The International Labour Organisation, founded in 1919, recognised the importance of the part which teachers are called upon to play in the life of society and declared in 1952 that the improvement of their economic and social lot in all countries may therefore be considered one of the important objectives of the ILO.

The structure of the ILO, known as tripartite, is unique in that governments, employers, and workers take part in its work.

At the Third Conference of American States Members of the ILO held in Mexico City in 1946, a resolution requested the ILO Governing Body to bring up to date studies already made by the ILO office with regard to the conditions of work of professional workers, and drew attention to problems of concern to teaching staff. This led to the discussions concerning teachers at the ILO Advisory Committee on Salaried Employees and Professional Workers Second Session in Geneva in 1952. WOTP sent an observer. The ILO report noted that "the organisation of the teaching profession has made a notable advance towards unification at the international level. At first the proposed Confederation would comprise: The International Federation of Teachers' Associations, the International Federation of Secondary Teachers Associations, and the World Organisation of the Teaching Profession. WOTP was founded only in 1946. It was granted advisory status with the Economic and Social Council in 1947 and in 1949 concluded certain advisory arrangements with UNESCO. The (ILO) Office was represented at the fourth Assembly of WOTP in 1950, which displayed considerable interest in the work of the ILO."

"The three organisations set up an advisory committee ("Committee of Fifteen") to lay the foundation for the new world Confederation; at a meeting in Paris in November 1950 the Committee, after having completed the draft statute, issued an appeal to teachers' organisations in countries throughout the world calling upon them to join the Confederation (WCOTP)."

"Furthermore, a joint committee of the various international teachers' federations has been set up. Its present members are the International Federation of Secondary Teachers Associations and the International Federation of Teachers' Associations already mentioned, and the International Federation of Teachers' Unions." (FISE).

"The Committee (of the ILO), having regard to the above consideration, might wish to examine some of the special problems of teachers. There is no doubt that the latter would greatly appreciate any action of the ILO on their behalf."

Such attention given to non-governmental teachers' organisations in a formal report was unusual on the part of a governmental body.

A Third Session of the ILO Advisory Committee followed in 1954. Ronald Gould, WCOTP's President, was elected to chair the working group for teachers. When he reported on the meeting, he said, "Though the ILO has been in existence for more than 30 years, this was the first occasion when any serious attention has been paid to the

salaries and conditions of work of teachers. Indeed, though UNESCO and the International Bureau of Education have discussed these questions unilaterally, and WCOTP, IFTA, and FIPESO, which are also international, have also discussed the same questions unilaterally, this was the first occasion in history when at one international conference Employed, Employers, and Governments have considered these matters on a tripartite basis. Hence this meeting was of considerable significance to the teaching profession."

Mr. Gould and his colleague, Dr. J.T. Allardice, who was reporter for the group, President of the Educational Institute of Scotland, and, like Mr. Gould a workers' representative from the United Kingdom at the meeting and observer for WCOTP, also found the procedure tedious and regretted that the Committee on Salaried Employees met only every two years. Moreover, many points on the agenda bore no relation to teachers. Some discussion became bogged down with debates among representatives with strong emotionally charged national concerns, such as the rights and duties of the State towards the education of children and the rival claims of the family: protagonists of private church schools versus opponents of such schools.

But this was in the nature of the way things work when attempts are made to deal with problems at an international level - human problems which were and are still today often overlooked and which create serious misunderstandings.

At the end of a fortnight agreement was reached, not only within the teachers' group, but within the full Committee. Gould and Allardice noted, "Perhaps the greatest achievements of the Committee were intangible. Teachers' representatives learnt how to work together internationally. Contacts have been made that will prove invaluable, particularly to those countries where the educational provision is poor. There was evidence, too, of a desire for further opportunities of working together and all hoped the ILO would undertake a further study of teachers' conditions, and, when the report is ready, provide facilities for its discussion."

Representatives of national members of WCOTP from Belgium, France, Norway, Sweden, Switzerland, and the United Kingdom were present as members of national delegations or as observers for international NGOs.

> "Since teachers of all categories have a special contribution to make in human affairs, their general conditions of employment should secure for them a standard of living commensurate with its social and cultural importance, and should enable them to maintain and strengthen their cultural, scientific and pedagogic standards. The professional standards of the teaching profession should be defined and sustained either by the responsible bodies in collaboration with the teachers' associations, or by the teaching profession itself; the high professional conscience of teachers is in itself a basic guarantee of the application of these standards."

These sentences, some of which would later be incorporated in the Recommendation, are taken from Resolution No. 28 concerning Conditions of Employment of Teaching Staff, one of two adopted by the Advisory Committee on 21 May 1954, by 92 votes to nil, with three abstentions. The other resolution, No. 27, concerns Action by the ILO in Respect of Teachers' Problems. (96 votes to nil). The text of these

resolutions was reprinted in WCOTP Reports, the WCOTP newsletter of the time.

In 1958, the ILO held its first Experts Meeting on the Economic and Social Conditions for Teachers, as called for by the resolutions of 1954. This meeting was chaired by Sir Ronald Gould, WCOTP President. About 30 educators from 19 countries were present. The WCOTP observer was Robert Michel, Secretary General of IFTA and a member of the WCOTP Executive. Agreement was reached on an important declaration of the principle which should underly the determination of teachers' salaries: these should compare sufficiently favourably with those paid in other occupations requiring equivalent or similar training and abilities to be capable of attracting enough good teachers.

Surveys on Status

In the years 1955-60, during a period of great expansion in WCOTP membership, a revision of thinking took place in the teaching profession. Major consideration had not been given to the problems of professional and economic status by the teachers' organisations in the new countries of Asia and Africa. And the early work, done mainly in Europe and North America, was of little value elsewhere.

A complicating factor faced by the associations in the newer nations was that neither their governments nor the international educational organisations had dealt with the special problems faced by teachers themselves. An additional complicating factor was that independence brought many changes in government cadres, which drew heavily on the teaching profession for their new personnel. This loss of trained teachers came at a time when the authorities were also committed to rapid expansion. Thus the majority of the few qualified teachers quit education for government service and lowered even further the status of those left in the classroom.

In order to gather objective information on the aspects of status, WCOTP made a series of surveys between 1961 and 1964. This was assisted by the mandate given to UNESCO by its 1962 General Conference, as follows:

> "Convinced that the progress of education throughout the world required that teachers everywhere should enjoy a moral and material status worthy of their lofty mission;
>
> Authorizes the Director General to undertake, in consultation with Member States and appropriate international organisations, both governmental and non-governmental, a study of the various aspects of the question of teachers' status, and to submit to the General Conference the conclusions of this study, accompanied by proposals for action in this field."

WCOTP Contribution

In 1959 WCOTP established its Commission on Educational Policy in Africa following an exploratory meeting in Jos, Nigeria. The purpose of the Commission was to set up a sound African educational policy from the point of view of the organised teaching profession. The Commission concluded at its meeting in Kampala, Uganda, in 1960 that the primary need was for the recruitment and retention in service of qualified teachers, and that this could be achieved only if the status of the profession was

adequately recognised by all concerned -- teachers, government, education authorities, and the public.

In 1960 the WCOTP Council on Educational Policy in Asia was called together in Kuala Lumpur, Malaya, with authorities on education from seven Asian countries. The report emphasized the significance of the teacher and the need to attract to the profession the best candidates.

Accordingly, in 1961 WCOTP initiated a series of regional surveys. The first, carried out with some financial assistance from UNESCO, was made in Africa by S.H.M. Jones, formerly President of the Gambia Teachers' Union and later Gambian Director of Education. Through study and travel in 26 countries, Mr. Jones compiled the only comprehensive study on the Status of the Teaching Profession in Africa to be made thus far.

WCOTP held a Pan-African Conference on the Status of Teachers in Niamey, Niger, in 1963, with the participation of government representatives and teachers' associations, plus a team of consultants with experience in the development of the profession in other areas of the world. This was the first time that government representatives and teacher leaders sat down together to discuss not only the principles involved but the specific situations country by country. The results appeared later as the Handbook for Raising the Status of the Teaching Profession in Africa.

In 1962-63, the WCOTP Survey on the Status of the Teaching Profession in Asia was undertaken by E.W. Franklin of India, who was Director of the WCOTP Regional Office for Asia. This survey covered 14 countries and was subjected to critical analysis by an experts' meeting held by WCOTP in New Delhi. This work also was financed in part under contract with UNESCO.

In 1963-64, WCOTP invited Margarita Davies of Uruguay to do a Survey on the Status of the Teaching Profession in the Americas. This was followed by a hemisphere-wide conference on the status of teachers in Bogota, Colombia, in 1966.

All reports published by WCOTP and its members were given to UNESCO and ILO and were used by them in their work on teacher status.

Collaboration Among the UN Bodies

It seems likely that pressure from WCOTP and other non-governmental bodies quickened the pace of activity and collaboration among UNESCO, ILO and the International Bureau of Education in favour of teachers.

Following the 1962 decision of UNESCO to continue the study of teacher status, it maintained close liaison with the ILO, and the ILO Meeting of Experts on the Social and Economic Status of Primary and Secondary Teachers was held in Geneva in October 1963. This was chaired by Srinavasa Natarajan of India, WCOTP Vice-President. Reporters were E. Hombourger and A.W.S. Hutchings of FIPESO.

It may be recalled that the ILO was concerned with the shortage of teachers and with the need to improve their terms and conditions of employment since the 1952 session of the ILO Advisory Committee, and that it convened in 1958 a meeting of experts to study these problems. In 1963, an important year, ILO and UNESCO recognised that both were

directly concerned with the problems affecting teachers. They also agreed that the correlation between the social and economic conditions of teachers (ILO's area) and teacher training and qualifications (UNESCO's area) was so close that it would not be practical to deal with any one set of problems separately.

Thus an greement was reached on the wisdom of joint action to prepare a single "international instrument" on the social, economic, and professional problems as well as on training of teachers. The meeting of experts in Geneva in 1963 gave its full support. (The word "instrument" is the neutral, diplomatic word used to cover various types of documents, with or without enforcement possibilities, which were the small but progressive steps in international lawmaking begun by the League of Nations after the First World War.)

As for the division of technical responsibility between UNESCO and ILO, it was agreed that ILO would deal with problems of conditions of work, remuneration, and social security. UNESCO concentrated on problems of recruitment, in-service and pre-service training, and on questions of education policy and administration. They admitted, however, that this broad division did not do justice to certain problems which called for consideration from both pedagogical and social points of view.

The ILO expert meeting covered nearly all the problems which would be dealt with in the future Recommendation.

In addition to defining principles underlying the determination of salaries and social security benefits of teachers, the conclusions of the ILO experts also contained principles and criteria concerning educational objectives and policies; teachers' recruitment and career; general conditions of work and factors affecting the exercise of the teaching profession; the role of teachers' organisations. Without formulating definite conclusions, the ILO experts made observations on problems of pre-service and in-service training. This last subject was examined on the basis of a document contributed by UNESCO and would be dealt with later by a UNESCO Expert Committee.

The UNESCO Expert Committee would be expected to define the scope, structure, and content of an international instrument on teachers' professional, economic, and social problems, and to give advice on UNESCO's immediate or long-term action designed to assist teachers in the discharge of their growing professional responsibilities.

The way was paved, therefore, for the next step in this work - the UNESCO Expert Meeting on Teachers' Status, held in Paris 4-16 May 1964. The meeting of 11 experts from 10 countries was chaired by Dr. Carr. Shri Natarajan, WCOTP Vice-President, was a member of the committee. René Maheu, UNESCO Director General, said, "Never in the history of mankind has education been of such concern not only to individuals and families, but also to organised national groups and governments responsible for their nations' future....But aside from some outstanding exceptions, the status of the teaching profession has remained stagnant in the whole of society."

It is interesting to note that the UNESCO press release of the time referred to the document being produced as a "charter". It reported that the committee had received not only the opinions of its members, but also of observers from international teachers' organisations, to

whom Mr. Maheu renewed his "permanent appeal", asking for "aid, understanding and even constructive and vigilant criticism." "UNESCO's action can only be spread across the world by international associations qualified to speak for the teaching profession."

Observers from the following NGOs attended: International Association of University Professors and Lecturers, Commission of the Churches on International Affairs, WCOTP, IFTA, FIPESO, FISE, International League of Children's and Adult's Education, Catholic International Education Office, World Organisation for Early Childhood Education, IFFTU, International Union for the Liberty of Education, World Union of Catholic Teachers.

Role of IBE — From a desire among enlightened educators to establish collaboration between the nations in educational matters, the Bureau took its beginning.

The International Bureau of Education was originally a private body. It was set up by the Institut J.J. Rousseau in Geneva, or rather by the founder of the Institute, Professor Edouard Claparède, at the end of 1925. It served as an information centre, supplying educational documentation to educators in many countries, but for lack of funds it was forced to reorganize on a governmental basis in 1929. Professor Jean Piaget was appointed Director, Pedro Rosselló Assistant Director, and Marie Butts remained as Secretary General.

For the first time in history, representatives of governments signed a document in which they undertook to collaborate in education. The new members were: the Ministry of Education of Poland, the Government of Ecuador, the Department of Education of the Republic and Canton of Geneva, and the Institut J.J. Rousseau, the latter being the only private body to be a member. During the 10 years prior to the Second World War, the IBE was active and gained new member countries, asserting itself as an international institution for education and understanding among peoples. The main concern was its relations with Ministries of Education and the idea of the annual (now biennial) International Conference on Public Education came about. Non-member country representatives were also invited to give reports on outstanding features of educational development during the year. Beginning in 1947, the conferences were sponsored jointly by IBE and UNESCO. Later, in 1968, the IBE would become an integral part of UNESCO, serving as a centre for comparative education.

The WCOTP Secretary General, in 1952, urged the IBE to invite teacher representatives regularly to the annual IBE conferences in Geneva. Dr. Carr was then head of WOTP and he wrote to the Directors of IBE and UNESCO that WOTP would soon, in three months, surrender its identity for the sake of greater unity in the profession. He pointed out that the success of international cooperation in education would be greatly strengthened if such cooperation were extended to include the "group that had up to then been missing." Surveys, for example, reported only through the eyes of government officials lacked the validity of those which included the practitioner's point of view. Moreover, international teachers conferences had been inviting IBE observers for years and it would be fruitful to reciprocate. He wrote:

> "Teachers, single-handed, cannot correct the bad results of centuries of neglect of education. Nevertheless, teachers should be given an opportunity to help to improve conditions - by

classroom and community activities, by suggesting improvements at the national level, and by international recognition of the rights and responsibilities of the profession. No Minister of Education can improve education without the help of the classroom teachers, and in some countries ineffective education officers may even be largely responsible for the public indifference against which teachers must struggle. Teachers cannot help young people to improve their economic, political, and social circumstances if their teaching is controlled by an official policy designed to maintain existing conditions."

WCOTP was indeed invited to send an observer to the 1953 IBE conference and Miss S.C. Bertie of the NUT of England & Wales attended. Cooperation with the IBE has continued, with perhaps the most significant development in 1975 when four international organisations wrote a joint paper on the theme of the conference, and this has continued. The organisations were WCOTP, FISE, IFFTU, and WCT.

The WCOTP Assembly of Delegates, meeting in Oslo in 1954, had as its theme Education for Teaching. It was agreed that teachers should play a greater part, through their organisations, in determining the standards of their profession and in their training. The delegations included persons from teacher organisations in 31 countries, plus observers from IBE, ILO, and UNESCO. Fifty-seven of the 74 WCOTP national members were represented. The following resolution was adopted and the text was widely circulated:

"The third conference of WCOTP -- noting with pleasure the growing interest shown by the ILO, UNESCO, and the IBE in the problems relating to the teaching profession throughout the world -- asks that action undertaken in this field should be carried forward and coordinated in such a way as to avoid waste of effort and confusion of ideas. The conference considers nevertheless that discussions of problems connected with the status and conditions of service of its members cannot be undertaken without effective participation by qualified representatives of the teaching profession. It asks these international organisations to make representations to governments to see that every national delegation should in the future include representatives of the teachers organisations of each country."

The IBE, in preparation for the UNESCO Expert Committee meeting in May 1964, contributed a document listing all the recommendations from the International Conferences on Public Education relating to teacher status since 1934 - 27 in number. It noted that the recommendations, produced after detailed study of an educational problem, were unanimously adopted, even though the various governments took individual stands.

The procedure was as follows: The IBE sent a questionnaire to all governments. Their replies, prefaced by a comparative study, appeared in two volumes which were distributed to participants at the beginning of each conference. On the basis of these monographs and of the comparative study, two reporters presented the main ideas in the form of draft recommendatons which were then discussed. Participants could submit amendments to the drafts.

The IBE believed that "these recommendations may therefore be regarded not as the meaningless product of mutual concessions which rob them of all substance, but rather as an effort, unprecedented in international organisations, to codify world aspirations year by year, so that in all countries, and with due respect for national characteristics, progress may be achieved in national education, regarded as the development of the human personality - to quote Article 26 of the Universal Declaration of Human Rights, adopted by the United Nations in 1948."

Pedro Rosselló wrote in 1970, "Although these national reports have been criticized as being over-optimistic it is not certain that some exaggerations were not constructive in that they gave rise to emulation among the various countries."

Notable among the IBE recommendations leading directly to the 1966 Recommendation were:

> The professional training of elementary school teachers. No. 4, 1935, taken up again in 1953 (No. 36)
>
> The professional training of secondary school teachers. No. 5, 1935, taken up again in 1954 (No. 38)
>
> The salaries of elementary school teachers. No 13, 1938
>
> The salaries of secondary school teachers. No. 16, 1939
>
> The status of primary teachers. No. 37, 1953
>
> The status of secondary teachers. No. 39, 1954

The first IBE recommendation, in 1934, concerned Compulsory schooling and the raising of the school leaving age. It contained 12 paragraphs, the 8th of which seems remarkably forward looking:

> The Conference..."Hopes that in the national administration there will be complete coordination between the Educational and Labour Departments, and that in the international field, studies concerning the age of admission to gainful occupation will be conducted in conjunction with those of compulsory school attendance;"

Document Becomes a Draft

On the basis of the conclusion of the May 1964 UNESCO meeting, the UNESCO secretariat prepared, in close collaboration with the ILO, a draft paper covering all professional, economic, and social problems of primary and secondary teachers on which international norms could be formulated. The draft was given to the Joint ILO/UNESCO Experts Meeting in Geneva in 1966. Experts from 29 countries endorsed the text which was worked out from January 17 to 28. Mr. Natarajan was chairperson and Dr. Carr chaired the editing committee, composed of 10 members.

The editing committee considered each of the 173 written amendments offered by the Expert Meeting, plus verbal suggestions proposed during the plenary sessions, whether by reference to the two volumes containing 145 pages of observations by governments and NGOs or drawn from the accumulated wisdom of the participants. There were

200 paragraphs in the draft when the work began and nearly all received attention from the editing committee. Dr. Carr said, "Having faced a problem of this magnitude, it is with considerable pleasure, and I must admit at least a mild surprise, that I can report that the committee will submit a text which has the unanimous support of all 10 members."

This unanimity was not easily achieved. It was made possible, he said, by the good document they had to work from, a draft which was clearly the result of extended thought and wide experience. They had, in addition, a cooperative committee, three of whom, from France, Mexico and USSR, took on added duties in the alignment of the four language texts.

Dr. Carr said that some people had suggested the committee might add some words to the draft Recommendation that would give it a more elevated literary style. "I must admit, however, that our utmost ambition has been not eloquence but clarity. We have found out the hard way that even clarity is approximated with great difficulty by a large committee working on a very detailed quadrilingual text under a severe time limit."

Dr. Carr concluded his report:

> "This document, by elevating the status of the teaching profession, by exhorting its members to sharper awareness of their responsibilities, by defining clearly the reciprocal rights and duties of the teacher and of the society of which the teacher is a part, may achieve an eloquence, not from the ornaments of style and vocabulary, but rather from the subject as one of the essential means of improving the quality of education of youth by improving the status and skills of the teachers, of thus developing to the full every talent of every child everywhere in the world, of increasing the excellence of the achievement of the human mind and spirit. If we do so, it will require no special effort in style or language to make us all feel proud to have had a part in producing it."

The Draft Becomes Final

In Paris in 1966 UNESCO convened a Special Intergovernmental Conference on the Status of Teachers, with the participation of the ILO. It was at this time that the draft Recommendation, which was produced in January, became the Recommendation concerning the Status of Teachers. (Appendix II)

Delegates from 75 UNESCO Member States met from 21 September to 5 October. In addition, there were observers from five other States and six intergovernmental and 16 non-governmental organisations. Total attendance was 230.

WCOTP Secretary General, William G. Carr, who was a member of the three-man delegation from the United States, was elected General Reporter and Jean Thomas, Inspector General of Public Instruction for the Ministry of Education of France and former Assistant Director General of UNESCO, was elected President.

WCOTP observers were Edward Britton, Pierre Desvalois, Takayoshi Oshika, Emile Hombourger, and Wilhelm Ebert, Director of the WCOTP

Paris Office. Twelve governmental delegations included teacher leaders from WCOTP members.

The 145-paragraph document covers the entire spectrum of the teaching profession: recruitment, selection and training, preparation and professional standards of teachers at different levels, job security, rights and responsibilities, disciplinary action, and professional freedom. It also deals with salaries, holidays, special and study leaves, hours and conditions of work, teaching aids, class size, teacher exchanges, special provisions for teachers in remote or rural areas, provisions for women teachers with family responsibilities, medical benefits, social security, and pensions.

General Observations

The general debate revealed immediately an encouraging agreement on the validity of the basic principles embodied in the draft Recommendation. Indeed, it was discovered that the delegations had much more in common than they had to divide them. Most of the numerous votes that were taken during the meetings turned on the best way of expressing and achieving an improved status for the teaching profession rather than on any basic question about the importance and validity of this objective.

There was agreement that for several reasons the time had come for the adoption of an international Recommendation. First, the shortage of teachers which existed at that time in most countries was persuasive evidence that teacher status was unsatisfactory. Second, the conviction was growing that an effective system of education required a corps of qualified teachers working diligently and with high morale. Finally, several delegations spoke of the belief that teachers had not received an equitable share in the wealth they helped to create.

It was necessary to take great care in the text and translations, because educational systems differ so widely. In some countries education is locally administered; in others it is nationally administered. In some countries teachers are civil servants; in others they are not. In some, all teachers are public employees; in others, most teachers are privately employed. Delegates often had to be content to formulate basic principles because detailed proposals would have been meaningless in some national situations.

Often the differences between a recommendation and an international convention were pointed out. A recommendation is not a legally binding commitment, whereas a convention is in that it requires ratification by governments. A recommendation can state goals but with due regard to differing national circumstances. It tends to influence practice and legislation, and has considerable political and moral weight. A recommendation, moreover, is directed not only to governments but also to other groups.

The conference discussed in the main commission the 227 draft amendments submitted by delegations: About 10% of them appeared to be primarily concerned with style and linguistic problems; these were referred after consideration to the drafting committee. About 30% of the amendments were withdrawn or combined with others having the same general effect; 25% were accepted, and 35% were rejected by votes of the conference.

Introductory Paragraphs

During discussion of the introductory paragraphs and at intervals thereafter, a recurring problem was the choice between a statement setting forth an ideal status of teachers, attainable at present in few if any countries, or a statement setting forth the status of teachers in terms which are already reached everywhere or nearly everywhere. The conference could readily agree that neither of these extremes would serve its purpose. The precise determination of the proper point between the two extremes was often a matter of debate. Those who wished to modify the draft usually saw their objective as a desirable "flexibility"; those who preferred a more demanding standard feared changes which might be considered a "dilution" of the Recommendation.

In the end, it was felt that, with minor exceptions, the conference had proposed a standard which would require great effort and some time to achieve, yet not so high that its remoteness would remove all incentive to strive for it. The conference did not expect a millenium in the status of teachers the morning after the Recommendation was published. It did seek to raise a standard which would begin at once to exert a constructive influence on the policies of governments, on public opinion, and on other groups concerned.

Definition and Scope

The conference spent some time on the appropriate definition of "teacher". It was generally agreed that the term should include men and women who teach in the classroom as well as those numerous other professionals who serve in such important educational establishments as school camps and correspondence centres. The term also includes other professionals such as headmasters, supervisors, inspectors, and counsellors who contribute advice or assistance to the work of the teacher.

Principles, Objectives, Policies

The chapters on Guiding Principles and on Educational Objectives and Policies provided a means for the conference to recognize the importance of planning for educational advancement. Although broadly stated, the widely accepted purposes of education, as set forth in the Recommendation, have direct implication for teacher preparation, employment, and status. The inclusion of this statement here is intended to recognize that fact.

These two chapters are not intended to be a general survey of educational problems. The Recommendation does not deal with what to teach or how to teach but with the kind of person a teacher should be and with his special privileges and corresponding responsibilities in society.

The conference accepted, from the start, the concept of teaching as a profession which is engaged in a form of public service. The Guiding Principles therefore include a general description of the level of professional preparation required for teaching and the professional responsibilities teachers exercise. These ideas are more fully developed in the sections dealing with preparation for the profession and further education.

It was made clear at various times that the conference wished to apply the Recommendation, wherever its provisions are relevant, to teachers in both public and private schools.

At a dozen or more points the *Recommendation* deals with the relationship between employing authorities, particularly governments, and teachers' organisations.. Although a variety of suggestions were made to change "negotiation" to "consultation" or to change "determination of education policy" to "elaboration of education policy", the conference on every major decision decided to propose for teachers' organisations an extremely responsible role as full partners with the governments and other authorities by whom teachers are employed.

There was agreement upon the need for continued and expanded programmes of research and experimentation throughout education. All agreed that schools must change. A well coordinated programme of research can lay a more rational basis for change than can random innovation.

Preparation for the Profession — The conference considered at length the types of institutions which should prepare teachers. In view of the shortage of fully qualified teachers at that time in many countries and the special problems of the developing countries, the conference decided to approve "for the present" the preparation of some teachers in special institutions of less than university level.

The conference was concerned not only that teachers begin their careers with proper preparation but also that experienced teachers be given the opportunities, and feel a strong sense of responsibility, for maintaining their skills and bringing their knowledge up to date. In a period when what is known and what is important are changing every day, the in-service education of teachers should have high priority. Several brief but important amendments to stress this were adopted, not only in the chapter on Further Education, but also at other points. Moreover, in addition to such activity within each country, international or regional cooperation in teacher education was regarded as desirable.

Employment and Career — Discussion revealed a wide variety of national practices in probationary appointments. It was pointed out that many other professions have some form of probation. In some countries, however, no probationary period exists for teachers. It was agreed that, where a system of probation is applied, it can have greater advantages if certain conditions are fulfilled.

The justice and necessity of equality of status for men and women teachers was fully recognized. Several recommendations were adopted to suggest measures for retaining in the profession, or attracting back to it, women teachers with family responsibilities.

The conference considered whether crèches or nurseries should be available for children of teachers with family responsibilities. Some delegations, while fully agreeing that such services might well be available to all citizens, felt that teachers should not be given preferential treatment in this respect. In the end, it was decided that these services to teachers should be considered where desirable.

The conference agreed that the employment of teachers on a part-time basis might be considered not only as an emergency measure but also, with safeguards, as one means for improving and extending the

educational service. Care should be taken, however, that part-time service does not lower standards.

Rights and Responsibilities

In a document which necessarily devotes much attention to the rights of teachers it is important to note that the best justification of these rights is the quality of the educational service. For this reason, the Recommendation includes a section on responsibilities. The acceptance and faithful performance of duties are inseparable from the exercise of rights.

The Recommendation affirms the right of teachers to negotiate with their employers and provides for joint machinery to deal with disputes. The ILO representative said that there was need in many countries to give effect, on the basis of relevant international standards, to the principle of voluntary negotiations between employers' and teachers' organisations. Several amendments were offered. These proposed to change the right to negotiate to the right to consult, or to provide for tribunals to deal with disputes, or to specify that the actions of teachers and their organisations should not be contrary to law, or to provide that the rights of teachers' organisations conform to those of the organisations of other professions. None of these amendments was acceptable. Thus the Recommendation, as adopted, contained only those limitations which were written into it by the preparatory meeting of experts.

On the steps to be taken in the event of an impasse in the negotations between teachers' organisations and the government by which they are employed, several delegations asked that their dissenting views be included in this report. These delegations hoped that the Recommendation would be construed so that the right to strike is not conferred on teachers who are public service employees in cases where adequate alternative or compensatory measures are available to them.

Teachers' Salaries

The conference decided that teachers' salaries should "compare favourably with" salaries paid in other occupations requiring similar or equivalent qualifications. A proposal that negotiations should commence from a point at which teachers' salaries "bear a reasonable relationship to" other salaries was not accepted.

The conference devoted some attention to hours of work. Regulations on this point should recognize the special circumstances surrounding the work of teachers, many of whom work after hours of school attendance in preparing lessons, correcting and grading papers, counselling with pupils and parents, drafting reports, and pursuing studies. In the end, it was decided that additional pay be given to teachers whose regular schedule exceeds a prescribed maximum number of class contact hours.

Concluding Comments

The conference ended, as it began, with a strong conviction that its theme was of immense importance to the happiness of humanity, to the wellbeing of nations, and to international understanding. It believed that the Recommendation declared the rights of teachers boldly and vigorously. In its broader implications the Recommendation is more than a code to regulate controversy between a group of workers and their employers. The motivation for the carefully balanced words arose from the affection and concern that teachers have for children and youth and for

their ever-renewed promise for the future. This Recommendation, by elevating the status of the teaching profession, by calling the members of that profession to a sharp awareness of their responsibilities, by defining clearly the reciprocal rights and duties of the teacher and of the society of which the teacher is a part, is intended to help develop to the full every talent of every child everywhere, and thus to increase the excellence of the achievement of the human mind and spirit.

Paper prepared for the
25th anniversary of the
Recommendation's adoption.

by Lona Towsley

1991

Published in English, French, and Spanish

WORLD CONFEDERATION OF ORGANISATIONS
OF THE TEACHING PROFESSION
5 avenue du Moulin, 1110 Morges, Switzerland

CHRONOLOGY OF INTERNATIONAL EVENTS

1874 Teachers in French-speaking Switzerland call for the establishment of an international association of educators.

1905 International Committee of Primary Schoolteachers founded on initiative of Belgian primary school teachers' assocations.

1910 Provisional committee of International Committee of National Federations of Teachers in Public Secondary Schools set up and came into being in 1912. Grouped secondary organisations in Belgium, France, and the Netherlands. Adopted name FIPESO in 1935, derived from the French title: Fédération Internationale des Professeurs de l'Enseignement Secondaire Officiel.

1912 World Federation of Catholic Teachers (WFCT) founded, later dissolved.

1914-18 World War I suspended early moves toward international cooperation.

1919 Revival of FIPESO, on initiative of French secondary association.

International Labour Organisation (ILO) founded.

1920 League of Nations founded.

1922 Educational Workers' International (EWI) founded in Paris, linked with Communist Profintern, initiative of USSR teachers' union.

1923 World Federation of Education Associations (WFEA) founded in San Francisco, initiative of National Education Association of USA.

1925 International Bureau of Education (IBE) founded in Geneva

1926 International Federation of Teachers' Associations (IFTA) founded, initiative of SNI of France, ABOP of the Netherlands, and the former DL of Germany.

International Trade Secretariat of Teachers (ITST) founded, linked with International Federation of Trade Unions (IFTU).

1929 Confederación Americana de los Maestros (CAM) founded with headquarters in Mexico.

1933 German primary teachers' organisation withdraws from IFTA.

1934 International Conference on Public Education, convened by the International Bureau of Education in Geneva, passes first three recommendations to Ministries of Education.

1939-45 World War II. Associations became inactive, except for EWI, which transferred its secretariat to Mexico where it operated closely with CAM, later Confederación de Educadores Americanos (CEA).

1945 World Federation of Trade Unions (WFTU) briefly united most national trade union centres, Communist and non-Communist, except for the American Federation of Labour (AFL).

United Nations founded, then UNESCO - United Nations Educational, Scientific and Cultural Organisation.

1946 World Organisation of the Teaching Profession (WOTP) founded in Endicott, New York, as successor to WFEA, on initiative of NEA.

Revised ITST, EWI, and CAM held meeting in Paris, under auspices of WFTU, to form trade department of WFTU.

1948 Trade departments did not come into existence, because of refusal of international trade secretariats representing industrial workers to subordinate their identity and autonomy within WFTU. The new international teachers' organisation therefore became the World Federation of Teachers' Unions, at a congress in Budapest, then known as FISE, from the French title, Fédération Internationale Syndicale de l'Enseignement.

Joint Committee of International Teachers' Federations (Comité d'Entente) initiated by FIPESO, functioned as a liaison committee, on the basis of unanimous decisions, composed of IFTA, FIPESO, and FISE.

1949 The Joint Committee drew up a plan for a "World Confederation of the Teaching Profession".

Annual conferences of WOTP, IFTA, and FIPESO each named five representatives to draft a constitution for a new confederation. This Committee of Fifteen included representatives from Canada, England, France, India, Scotland, Sweden, Switzerland, and USA.

Split in the WFTU. Non-Communist trade union centres joined with AFL to form International Confederation of Free Trade Unions (ICFTU). FISE voted to join WFTU and to become its teachers' section.

1950 Committee of Fifteen worked further on WCOTP constitution.

1951 Draft constitution of WCOTP approved at annual meetings of WOTP in Valetta, Malta, and of IFTA and FIPESO in Hyères, France.

International Federation of Free Teachers' Unions (IFFTU) founded with support of ICFTU, with headquarters in Brussels.

World Union of Catholic Teachers (WUCT) founded in Rome.

1952 World Confederation of Organisations of the Teaching Profession (WCOTP) inaugurated in Copenhagen.

1954 Joint Committee signed the "Teachers' Charter".

ILO Advisory Committee on Salaried Employees and Professional Workers (third session) met in Geneva, with observers from all international teacher organisations.

1955 WCOTP Assembly in Istanbul voted to establish relations with other international teachers' organisations. Theme: Status of the Teaching Profession.

1956 WCOTP Assembly in Manila voted to request IFTA and FIPESO to withdraw from Joint Committee.

1957 WCOTP Assembly in Frankfurt established Liaison Committee - two each from Executives of WCOTP, IFTA, and FIPESO - which met with IFFTU, FISE, WUCT, and International Association of University Professors and Lecturers (IAUPL). Cooperation agreements established with each.

1958 ILO Meeting of Experts on Teachers' Problems.

1963 ILO Meeting of Experts on Social and Economic Condition of Teachers in Primary and Secondary Schools.

1964 UNESCO Expert Meeting on Teachers' Status.

1966 January - Joint ILO/UNESCO Expert Meeting on Status of Teachers, Geneva.

September-October - UNESCO Special Intergovernmental Conference on the Status of Teachers, Paris.

"It would be as silly to consult teachers about what they were to teach as it would be to ask chickens with what sauce they wished to be serve."

...An official of an education department, speaking in the 1860s.

Recommendation concerning the Status of Teachers

		Paragraphs
I.	Definitions	1
II.	Scope	2
III.	Guiding principles	3-9
IV.	Educational objectives and policies	10
V.	Preparation for the profession	11-30
VI.	Further education for teachers	31-37
VII.	Employment and career	38-60
VIII.	The rights and responsibilities of teachers	61-84
IX.	Conditions for effective teaching and learning	85-113
X.	Teachers' salaries	114-124
XI.	Social security	125-140
XII.	The teacher shortage	141-145
XIII.	Final provisions	146

adopted by the Special Intergovernmental Conference
on the Status of Teachers, Paris, 5 October 1966

United Nations Educational, Scientific and Cultural Organization

Recommendation concerning the Status of Teachers

Adopted by the Special Intergovernmental Conference on the Status of Teachers, Paris, 5 October 1966

The Special Intergovernmental Conference on the Status of Teachers,

Recalling that the right to education is a fundamental human right,

Conscious of the responsibility of the States for the provision of proper education for all in fulfilment of Article 26 of the Universal Declaration of Human Rights, of Principles 5, 7 and 10 of the Declaration of the Rights of the Child and of the United Nations Declaration concerning the Promotion among Youth of the Ideals of Peace, Mutual Respect and Understanding between Peoples,

Aware of the need for more extensive and widespread general and technical and vocational education, with a view to making full use of all the talent and intelligence available as an essential contribution to continued moral and cultural progress and economic and social advancement,

Recognizing the essential role of teachers in educational advancement and the importance of their contribution to the development of man and modern society,

Concerned to ensure that teachers enjoy the status commensurate with this role,

Taking into account the great diversity of the laws, regulations and customs which, in different countries, determine the patterns and organization of education,

Taking also into account the diversity of the arrangements which in different countries apply to teaching staff, in particular according to whether the regulations concerning the public service apply to them,

Convinced that in spite of these differences similar questions arise in all countries with regard to the status of teachers and that these questions call for the application of a set of common standards and measures, which it is the purpose of this Recommendation to set out,

Noting the terms of existing international conventions which are applicable to teachers, and in particular of instruments concerned with basic human rights such as the Freedom of Association and Protection of the Right to Organize Convention, 1948, the Right to Organize and Collective Bargaining Convention, 1949, the Equal Renumeration Convention, 1951, and the Discrimination (Employment and Occupation) Convention, 1958, adopted by the General Conference of the International Labour Organisation, and the Convention against Discrimination in Education, 1960, adopted by the General Conference of the United Nations Educational, Scientific and Cultural Organization,

Noting also the recommendations on various aspects of the preparation and the status of teachers in primary and secondary schools adopted by the International Conference on Public Education convened jointly by the United Nations Educational, Scientific and Cultural Organization and the International Bureau of Education, and the Recommendation concerning Technical and Vocational Education, 1962, adopted by the General Conference of the United Nations Educational, Scientific and Cultural Organization,

Desiring to supplement existing standards by provisions relating to problems of peculiar concern to teachers and to remedy the problems of teacher shortage,

Has adopted this Recommendation:

I. Definitions

1. For the purpose of the Recommendation
   (a) the word 'teacher' covers all those persons in schools who are responsible for the education of pupils;
   (b) the expression 'status' as used in relation to teachers means both the standing or regard accorded them, as evidenced by the level of appreciation of the importance of their function and of their competence in

performing it, and the working conditions, remuneration and other material benefits accorded them relative to other professional groups.

II. Scope

2. This Recommendation applies to all teachers in both public and private schools up to the completion of the secondary stage of education whether nursery, kindergarten, primary, intermediate or secondary, including those providing technical, vocational, or art education.

III. Guiding principles

3. Education from the earliest school years should be directed to the all-round development of the human personality and to the spiritual, moral, social, cultural and economic progress of the community, as well as to the inculcation of deep respect for human rights and fundamental freedoms; within the framework of these values the utmost importance should be attached to the contribution to be made by education to peace and to understanding, tolerance and friendship among all nations and among racial or religious groups.
4. It should be recognized that advance in education depends largely on the qualifications and ability of the teaching staff in general and on the human, pedagogical and technical qualities of the individual teachers.
5. The status of teachers should be commensurate with the needs of education as assessed in the light of educational aims and objectives; it should be recognized that the proper status of teachers and due public regard for the profession of teaching are of major importance for the full realization of these aims and objectives.
6. Teaching should be regarded as a profession: it is a form of public service which requires of teachers expert knowledge and specialized skills, acquired and maintained through rigorous and continuing study; it calls also for a sense of personal and corporate responsibility for the education and welfare of the pupils in their charge.
7. All aspects of the preparation and employment of teachers should be free from any form of discrimination on grounds of race, colour, sex, religion, political opinion, national or social origin, or economic condition.
8. Working conditions for teachers should be such as will best promote effective learning and enable teachers to concentrate on their professional tasks.
9. Teachers' organizations should be recognized as a force which can contribute greatly to educational advance and which therefore should be associated with the determination of educational policy.

IV. Educational objectives and policies

10. Appropriate measures should be taken in each country to the extent necessary to formulate comprehensive educational policies consistent with the Guiding Principles, drawing on all available resources, human and otherwise. In so doing, the competent authorities should take account of the consequences for teachers of the following principles and objectives:
    (a) it is the fundamental right of every child to be provided with the fullest possible educational opportunities; due attention should be paid to children requiring special educational treatment;
    (b) all facilities should be made available equally to enable every person to enjoy his right to education without discrimination on grounds of sex, race, colour, religion, political opinion, national or social origin, or economic condition;
    (c) since education is a service of fundamental importance in the general public interest, it should be recognized as a responsibility of the State, which should provide an adequate network of schools, free education in these schools and material assistance to needy pupils; this should not be construed so as to interfere with the liberty of the parents and, when applicable, legal guardians to choose for their children schools other than those established by the State, or so as to interfere with the liberty of individuals and bodies to establish and direct educational institutions which conform to such minimum educational standards as may be laid down or approved by the State;
    (d) since education is an essential factor in economic growth, educational planning should form an integral part of total economic and social planning undertaken to improve living conditions;
    (e) since education is a continuous process the various branches of the teaching service should be so co-ordinated as both to improve the quality of education for all pupils and to enhance the status of teachers;
    (f) there should be free access to a flexible system of schools, properly interrelated,

so that nothing restricts the opportunities for each child to progress to any level in any type of education;

(g) as an educational objective, no State should be satisfied with mere quantity, but should seek also to improve quality;

(h) in education both long-term and short-term planning and programming are necessary; the efficient integration in the community of today's pupils will depend more on future needs than on present requirements;

(i) all educational planning should include at each stage early provision for the training, and the further training, of sufficient numbers of fully competent and qualified teachers of the country concerned who are familiar with the life of their people and able to teach in the mother tongue;

(j) co-ordinated systematic and continuing research and action in the field of teacher preparation and in-service training are essential, including, at the international level, co-operative projects and the exchange of research findings;

(k) there should be close co-operation between the competent authorities, organizations of teachers, of employers and workers, and of parents as well as cultural organizations and institutions of learning and research, for the purpose of defining educational policy and its precise objectives;

(l) as the achievement of the aims and objectives of education largely depends on the financial means made available to it, high priority should be given, in all countries, to setting aside, within the national budgets, an adequate proportion of the national income for the development of education.

V. Preparation for the profession

Selection

11. Policy governing entry into preparation for teaching should rest on the need to provide society with an adequate supply of teachers who possess the necessary moral, intellectual and physical qualities and who have the required professional knowledge and skills.

12. To meet this need, educational authorities should provide adequate inducements to prepare for teaching and sufficient places in appropriate institutions.

13. Completion of an approved course in an appropriate teacher-preparation institution should be required of all persons entering the profession.

14. Admission to teacher preparation should be based on the completion of appropriate secondary education, and the evidence of the possession of personal qualities likely to help the persons concerned to become worthy members of the profession.

15. While the general standards for admission to teacher preparation should be maintained, persons who may lack some of the formal academic requirements for admission, but who possess valuable experience, particularly in technical and vocational fields, may be admitted.

16. Adequate grants or financial assistance should be available to students preparing for teaching to enable them to follow the courses provided and to live decently; as far as possible, the competent authorities should seek to establish a system of free teacher-preparation institutions.

17. Information concerning the opportunities and the grants or financial assistance for teacher preparation should be readily available to students and other persons who may wish to prepare for teaching.

18. (1) Fair consideration should be given to the value of teacher-preparation programmes completed in other countries as establishing in whole or in part the right to practise teaching.

(2) Steps should be taken with a view to achieving international recognition of teaching credentials conferring professional status in terms of standards agreed to internationally.

Teacher-preparation programmes

19. The purpose of a teacher-preparation programme should be to develop in each student his general education and personal culture, his ability to teach and educate others, an awareness of the principles which underlie good human relations, within and across national boundaries, and a sense of responsibility to contribute both by teaching and by example to social, cultural, and economic progress.

20. Fundamentally, a teacher-preparation programme should include:

(a) general studies;

(b) study of the main elements of philosophy, psychology, sociology as applied to education, the theory and history of education, and of comparative education, experimental pedagogy, school administration and methods of teaching the various subjects;

(c) studies related to the student's intended field of teaching;

(d) practice in teaching and in conducting extra-curricular activities under the guidance of fully qualified teachers.

21. (1) All teachers should be prepared in general, special and pedagogical subjects in universities, or in institutions on a level comparable to universities, or else in special institutions for the preparation of teachers.

(2) The content of teacher-preparation programmes may reasonably vary according to the tasks the teachers are required to perform in different types of schools, such as establishments for handicapped children or technical and vocational schools. In the latter case, the programmes might include some practical experience to be acquired in industry, commerce or agriculture.

22. A teacher-preparation programme may provide for a professional course either concurrently with or subsequent to a course of personal academic or specialized education or skill cultivation.

23. Education for teaching should normally be full time; special arrangements may be made for older entrants to the profession and persons in other exceptional categories to undertake all or part of their course on a part-time basis, on condition that the content of such courses and the standards of attainment are on the same level as those of the full-time courses.

24. Consideration should be given to the desirability of providing for the education of different types of teachers, whether primary, secondary, technical, specialist or vocational teachers, in institutions organically related or geographically adjacent to one another.

Teacher-preparation institutions

25. The staff of teacher-preparation institutions should be qualified to teach in their own discipline at a level equivalent to that of higher education. The staff teaching pedagogical subjects should have had experience of teaching in schools and wherever possible should have this experience periodically refreshed by secondment to teaching duties in schools.

26. Research and experimentation in education and in the teaching of particular subjects should be promoted through the provision of research facilities in teacher-preparation institutions and research work by their staff and students. All staff concerned with teacher education should be aware of the findings of research in the field with which they are concerned and endeavour to pass on its results to students.

27. Students as well as staff should have the opportunity of expressing their views on the arrangements governing the life, work and discipline of a teacher-preparation institution.

28. Teacher-preparation institutions should form a focus of development in the education service, both keeping schools abreast of the results of research and methodological progress, and reflecting in their own work the experience of schools and teachers.

29. The teacher-preparation institutions should, either severally or jointly, and in collaboration with another institution of higher education or with the competent education authorities, or not, be responsible for certifying that the student has satisfactorily completed the course.

30. School authorities, in co-operation with teacher-preparation institutions, should take appropriate measures to provide the newly-trained teachers with an employment in keeping with their preparation, and individual wishes and circumstances.

VI. Further education for teachers

31. Authorities and teachers should recognize the importance of in-service education designed to secure a systematic improvement of the quality and content of education and of teaching techniques.

32. Authorities, in consultation with teachers' organizations, should promote the establishment of a wide system of in-service education, available free to all teachers. Such a system should provide a variety of arrangements and should involve the participation of teacher-preparation institutions, scientific and cultural institutions, and teachers' organizations. Refresher courses should be provided, especially for teachers returning to teaching after a break in service.

33. (1) Courses and other appropriate facilities should be so designed as to enable teachers to improve their qualifications, to alter or enlarge the scope of their work or seek promotion and to keep up to date with their subject and field of education as regards both content and method.

(2) Measures should be taken to make books and other material available to teachers to improve their general education and professional qualifications.

34. Teachers should be given both the opportunities and the incentives to participate in courses and facilities and should take full advantage of them.
35. School authorities should make every endeavour to ensure that schools can apply relevant research findings both in the subjects of study and in teaching methods.
36. Authorities should encourage and, as far as possible, assist teachers to travel in their own country and abroad, either in groups or individually, with a view to their further education.
37. It would be desirable that measures taken for the preparation and further education of teachers should be developed and supplemented by financial and technical co-operation on an international or regional basis.

VII. Employment and career

Entry into the teaching profession

38. In collaboration with teachers' organizations, policy governing recruitment into employment should be clearly defined at the appropriate level and rules should be established laying down the teachers' obligations and rights.
39. A probationary period on entry to teaching should be recognized both by teachers and by employers as the opportunity for the encouragement and helpful initiation of the entrant and for the establishment and maintenance of proper professional standards as well as the teacher's own development of his practical teaching proficiency. The normal duration of probation should be known in advance and the conditions for its satisfactory completion should be strictly related to professional competence. If the teacher is failing to complete his probation satisfactorily, he should be informed of the reasons and should have the right to make representations.

Advancement and promotion

40. Teachers should be able, subject to their having the necessary qualifications, to move from one type or level of school to another within the education service.
41. The organization and structure of an education service, including that of individual schools, should provide adequate opportunities for and recognition of additional responsibilities to be exercised by individual teachers, on condition that those responsibilities are not detrimental to the quality or regularity of their teaching work.
42. Consideration should be given to the advantages of schools sufficiently large for pupils to have the benefits and staff the opportunities to be derived from a range of responsibilities being carried by different teachers.
43. Posts of responsibility in education, such as that of inspector, educational administrator, director of education or other posts of special responsibility, should be given as far as possible to experienced teachers.
44. Promotion should be based on an objective assessment of the teacher's qualifications for the new post, by reference to strictly professional criteria laid down in consultation with teachers' organizations.

Security of tenure

45. Stability of employment and security of tenure in the profession are essential in the interests of education as well as in that of the teacher and should be safeguarded even when changes in the organization of or within a school system are made.
46. Teachers should be adequately protected against arbitrary action affecting their professional standing or career.

Disciplinary procedures related to breaches of professional conduct

47. Disciplinary measures applicable to teachers guilty of breaches of professional conduct should be clearly defined. The proceedings and any resulting action should only be made public if the teacher so requests, except where prohibition from teaching is involved or the protection or well-being of the pupils so requires.
48. The authorities or bodies competent to propose or apply sanctions and penalties should be clearly designated.
49. Teachers' organizations should be consulted when the machinery to deal with disciplinary matters is established.
50. Every teacher should enjoy equitable safeguards at each stage of any disciplinary procedure, and in particular:
    (a) the right to be informed in writing of the allegations and the grounds for them;
    (b) the right to full access to the evidence in the case;
    (c) the right to defend himself and to be defended by a representative of his choice, adequate time being given to the teacher for the preparation of his defence;
    (d) the right to be informed in writing of the decisions reached and the reasons for them;

(e) the right to appeal to clearly designated competent authorities or bodies.

51. Authorities should recognize that effectiveness of disciplinary safeguards as well as discipline itself would be greatly enhanced if the teachers were judged with the participation of their peers.

52. The provisions of the foregoing paragraphs 47-51 do not in any way affect the procedures normally applicable under national laws or regulations to acts punishable under criminal laws.

Medical examinations

53. Teachers should be required to undergo periodical medical examinations, which should be provided free.

Women teachers with family responsibilities

54. Marriage should not be considered a bar to the appointment or to the continued employment of women teachers, nor should it affect remuneration or other conditions of work.

55. Employers should be prohibited from terminating contracts of service for reasons of pregnancy and maternity leave.

56. Arrangements such as crèches or nurseries should be considered where desirable to take care of the children of teachers with family responsibilities.

57. Measures should be taken to permit women teachers with family responsibilities to obtain teaching posts in the locality of their homes and to enable married couples, both of whom are teachers, to teach in the same general neighbourhood or in one and the same school.

58. In appropriate circumstances women teachers with family responsibilities who have left the profession before retirement age should be encouraged to return to teaching.

Part-time service

59. Authorities and schools should recognize the value of part-time service given, in case of need, by qualified teachers who for some reason cannot give full-time service.

60. Teachers employed regularly on a part-time basis should:
    (a) receive proportionately the same remuneration and enjoy the same basic conditions of employment as teachers employed on a full-time basis;
    (b) be granted rights corresponding to those of teachers employed on a full-time basis as regards holidays with pay, sick leave and maternity leave, subject to the same eligibility requirements; and
    (c) be entitled to adequate and appropriate social security protection, including coverage under employers' pension schemes.

VIII. The rights and responsibilities of teachers

Professional freedom

61. The teaching profession should enjoy academic freedom in the discharge of professional duties. Since teachers are particularly qualified to judge the teaching aids and methods most suitable for their pupils, they should be given the essential role in the choice and the adaptation of teaching material, the selection of textbooks and the application of teaching methods, within the framework of approved programmes, and with the assistance of the educational authorities.

62. Teachers and their organizations should participate in the development of new courses, textbooks and teaching aids.

63. Any systems of inspection or supervision should be designed to encourage and help teachers in the performance of their professional tasks and should be such as not to diminish the freedom, initiative and responsibility of teachers.

64. (1) Where any kind of direct assessment of the teacher's work is required, such assessment should be objective and should be made known to the teacher.
    (2) Teachers should have a right to appeal against assessments which they deem to be unjustified.

65. Teachers should be free to make use of such evaluation techniques as they may deem useful for the appraisal of pupils' progress, but should ensure that no unfairness to individual pupils results.

66. The authorities should give due weight to the recommendations of teachers regarding the suitability of individual pupils for courses and further education of different kinds.

67. Every possible effort should be made to promote close co-operation between teachers and parents in the interests of pupils, but teachers should be protected against unfair or unwarranted interference by parents in matters which are essentially the teacher's professional responsibility.

68. (1) Parents having a complaint against a school or a teacher should be given the opportunity of discussing it in the first instance with the school principal and the teacher concerned. Any complaint

subsequently addressed to higher authority should be put in writing and a copy should be supplied to the teacher.

(2) Investigations of complaints should be so conducted that the teachers are given a fair opportunity to defend themselves and that no publicity is given to the proceedings.

69. While teachers should exercise the utmost care to avoid accidents to pupils, employers of teachers should safeguard them against the risk of having damages assessed against them in the event of injury to pupils occurring at school or in school activities away from the school premises or grounds.

Responsibilities of teachers

70. Recognizing that the status of their profession depends to a considerable extent upon teachers themselves, all teachers should seek to achieve the highest possible standards in all their professional work.
71. Professional standards relating to teacher performance should be defined and maintained with the participation of the teachers' organizations.
72. Teachers and teachers' organizations should seek to co-operate fully with authorities in the interests of the pupils, of the education service and of society generally.
73. Codes of ethics or of conduct should be established by the teachers' organizations, since such codes greatly contribute to ensuring the prestige of the profession and the exercise of professional duties in accordance with agreed principles.
74. Teachers should be prepared to take their part in extra-curricular activities for the benefit of pupils and adults.

Relations between teachers and the education service as a whole

75. In order that teachers may discharge their responsibilities, authorities should establish and regularly use recognized means of consultation with teachers' organizations on such matters as educational policy, school organization, and new developments in the education service.
76. Authorities and teachers should recognize the importance of the participation of teachers, through their organizations and in other ways, in steps designed to improve the quality of the education service, in educational research, and in the development and dissemination of new improved methods.
77. Authorities should facilitate the establishment and the work of panels designed, within a school or within a broader framework, to promote the co-operation of teachers of the same subject and should take due account of the opinions and suggestions of such panels.
78. Administrative and other staff who are responsible for aspects of the education service should seek to establish good relations with teachers and this approach should be equally reciprocated.

Rights of teachers

79. The participation of teachers in social and public life should be encouraged in the interests of the teacher's personal development, of the education service and of society as a whole.
80. Teachers should be free to exercise all civic rights generally enjoyed by citizens and should be eligible for public office.
81. Where the requirements of public office are such that the teacher has to relinquish his teaching duties, he should be retained in the profession for seniority and pension purposes and should be able to return to his previous post or to an equivalent post after his term of public office has expired.
82. Both salaries and working conditions for teachers should be determined through the process of negotiation between teachers' organizations and the employers of teachers.
83. Statutory or voluntary machinery should be established whereby the right of teachers to negotiate through their organizations with their employers, either public or private, is assured.
84. Appropriate joint machinery should be set up to deal with the settlement of disputes between the teachers and their employers arising out of terms and conditions of employment. If the means and procedures established for these purposes should be exhausted or if there should be a breakdown in negotiations between the parties, teachers' organizations should have the right to take such other steps as are normally open to other organizations in the defence of their legitimate interests.

IX. Conditions for effective teaching and learning

85. Since the teacher is a valuable specialist, his work should be so organized and assisted as to avoid waste of his time and energy.

Class size

86. Class size should be such as to permit the teacher to give the pupils individual attention. From time to time provision may be made for small group or even individual instruction for such purposes as remedial work, and on occasion for large group instruction employing audio-visual aids.

Ancillary staff

87. With a view to enabling teachers to concentrate on their professional tasks, schools should be provided with ancillary staff to perform non-teaching duties.

Teaching aids

88. (1) Authorities should provide teachers and pupils with modern aids to teaching. Such aids should not be regarded as a substitute for the teacher but as a means of improving the quality of teaching and extending to a larger number of pupils the benefits of education.
(2) Authorities should promote research into the use of such aids and encourage teachers to participate actively in such research.

Hours of work

89. The hours teachers are required to work per day and per week should be established in consultation with teachers' organizations.
90. In fixing hours of teaching account should be taken of all factors which are relevant to the teacher's work load, such as:
(a) the number of pupils with whom the teacher is required to work per day and per week;
(b) the necessity to provide time for adequate planning and preparation of lessons and for evaluation of work;
(c) the number of different lessons assigned to be taught each day;
(d) the demands upon the time of the teacher imposed by participation in research, in co-curricular and extra-curricular activities, in supervisory duties and in counselling of pupils;
(e) the desirability of providing time in which teachers may report to and consult with parents regarding pupil progress.
91. Teachers should be provided time necessary for taking part in in-service training programmes.
92. Participation of teachers in extra-curricular activities should not constitute an excessive burden and should not interfere with the fulfilment of the main duties of the teacher.
93. Teachers assigned special educational responsibilities in addition to classroom instruction should have their normal hours of teaching reduced correspondingly.

Annual holidays with pay

94. All teachers should enjoy a right to adequate annual vacation with full pay.

Study leave

95. (1) Teachers should be granted study leave on full or partial pay at intervals.
(2) The period of study leave should be counted for seniority and pension purposes.
(3) Teachers in areas which are remote from population centres and are recognized as such by the public authorities should be given study leave more frequently.

Special leave

96. Leave of absence granted within the framework of bilateral and multilateral cultural exchanges should be considered as service.
97. Teachers attached to technical assistance projects should be granted leave of absence and their seniority, eligibility for promotion and pension rights in the home country should be safeguarded. In addition special arrangements should be made to cover their extraordinary expenses.
98. Foreign guest teachers should similarly be given leave of absence by their home countries and have their seniority and pension rights safeguarded.
99. (1) Teachers should be granted occasional leave of absence with full pay to enable them to participate in the activities of their organizations.
(2) Teachers should have the right to take up office in their organizations; in such case their entitlements should be similar to those of teachers holding public office.
100. Teachers should be granted leave of absence with full pay for adequate personal reasons under arrangements specified in advance of employment.

Sick leave and maternity leave

101. (1) Teachers should be entitled to sick leave with pay.

(2) In determining the period during which full or partial pay shall be payable, account should be taken of cases in which it is necessary for teachers to be isolated from pupils for long periods.

102. Effect should be given to the standards laid down by the International Labour Organisation in the field of maternity protection, and in particular the Maternity Protection Convention, 1919, and the Maternity Protection Convention (Revised), 1952, as well as to the standards referred to in paragraph 126 of this Recommendation.

103. Women teachers with children should be encouraged to remain in the service by such measures as enabling them, at their request, to take additional unpaid leave of up to one year after childbirth without loss of employment, all rights resulting from employment being fully safeguarded.

Teacher exchange

104. Authorities should recognize the value both to the education service and to teachers themselves of professional and cultural exchanges between countries and of travel abroad on the part of teachers; they should seek to extend such opportunities and take account of the experience acquired abroad by individual teachers.

105. Recruitment for such exchanges should be arranged without any discrimination, and the persons concerned should not be considered as representing any particular political view.

106. Teachers who travel in order to study and work abroad should be given adequate facilities to do so and proper safeguards of their posts and status.

107. Teachers should be encouraged to share teaching experience gained abroad with other members of the profession.

School buildings

108. School buildings should be safe and attractive in overall design and functional in layout; they should lend themselves to effective teaching, and to use for extra-curricular activities and, especially in rural areas, as a community centre; they should be constructed in accordance with established sanitary standards and with a view to durability, adaptability and easy, economic maintenance.

109. Authorities should ensure that school premises are properly maintained, so as not to threaten in any way the health and safety of pupils and teachers.

110. In the planning of new schools representative teacher opinion should be consulted. In providing new or additional accommodation for an existing school the staff of the school concerned should be consulted.

Special provisions for teachers in rural or remote areas

111. (1) Decent housing, preferably free or at a subsidized rental, should be provided for teachers and their families in areas remote from population centres and recognized as such by the public authorities.

(2) In countries where teachers, in addition to their normal teaching duties, are expected to promote and stimulate community activities, development plans and programmes should include provision for appropriate accommodation for teachers.

112. (1) On appointment or transfer to schools in remote areas, teachers should be paid removal and travel expenses for themselves and their families.

(2) Teachers in such areas should, where necessary, be given special travel facilities to enable them to maintain their professional standards.

(3) Teachers transferred to remote areas should, as an inducement, be reimbursed their travel expenses from their place of work to their home town once a year when they go on leave.

113. Whenever teachers are exposed to particular hardships, they should be compensated by the payment of special hardship allowances which should be included in earnings taken into account for pension purposes.

X. Teachers' salaries

114. Amongst the various factors which affect the status of teachers, particular importance should be attached to salary, seeing that in present world conditions other factors, such as the standing or regard accorded them and the level of appreciation of the importance of their function, are largely dependent, as in other comparable professions, on the economic position in which they are placed.

115. Teachers' salaries should:

(a) reflect the importance to society of the teaching function and hence the importance of teachers as well as the responsibilities of all kinds which fall upon

them from the time of their entry into the service;

(b) compare favourably with salaries paid in other occupations requiring similar or equivalent qualifications;

(c) provide teachers with the means to ensure a reasonable standard of living for themselves and their families as well as to invest in further education or in the pursuit of cultural activities, thus enhancing their professional qualification;

(d) take account of the fact that certain posts require higher qualifications and experience and carry greater responsibilities.

116. Teachers should be paid on the basis of salary scales established in agreement with the teachers' organizations. In no circumstances should qualified teachers during a probationary period or if employed on a temporary basis be paid on a lower salary scale than that laid down for established teachers.

117. The salary structure should be planned so as not to give rise to injustices or anomalies tending to lead to friction between different groups of teachers.

118. Where a maximum number of class contact hours is laid down, a teacher whose regular schedule exceeds the normal maximum should receive additional remuneration on an approved scale.

119. Salary differentials should be based on objective criteria such as levels of qualification, years of experience or degrees of responsibility but the relationship between the lowest and the highest salary should be of a reasonable order.

120. In establishing the placement on a basic salary scale of a teacher of vocational or technical subjects who may have no academic degree, allowance should be made for the value of his practical training and experience.

121. Teachers' salaries should be calculated on an annual basis.

122. (1) Advancement within the grade through salary increments granted at regular, preferably annual, intervals should be provided.

(2) The progression from the minimum to the maximum of the basic salary scale should not extend over a period longer than ten to fifteen years.

(3) Teachers should be granted salary increments for service performed during periods of probationary or temporary appointment.

123. (1) Salary scales for teachers should be reviewed periodically to take into account such factors as a rise in the cost of living, increased productivity leading to higher standards of living in the country or a general upward movement in wage or salary levels.

(2) Where a system of salary adjustments automatically following a cost-of-living index has been adopted, the choice of index should be determined with the participation of the teachers' organizations and any cost-of-living allowance granted should be regarded as an integral part of earnings taken into account for pension purposes.

124. No merit rating system for purposes of salary determination should be introduced or applied without prior consultation with and acceptance by the teachers' organizations concerned.

XI. Social security

General provisions

125. All teachers, regardless of the type of school in which they serve, should enjoy the same or similar social security protection. Protection should be extended to periods of probation and of training for those who are regularly employed as teachers.

126. (1) Teachers should be protected by social security measures in respect of all the contingencies included in the International Labour Organisation Social Security (Minimum Standards) Convention, 1952, namely by medical care, sickness benefit, unemployment benefit, old-age benefit, employment injury benefit, family benefit, maternity benefit, invalidity benefit and survivors' benefit.

(2) The standards of social security provided for teachers should be at least as favourable as those set out in the relevant instruments of the International Labour Organisation and in particular the Social Security (Minimum Standards) Convention, 1952.

(3) Social security benefits for teachers should be granted as a matter of right.

127. The social security protection of teachers should take account of their particular conditions of employment, as indicated in paragraphs 128-140.

Medical care

128. In regions where there is a scarcity of medical facilities teachers should be paid travelling

expenses necessary to obtain appropriate medical care.

Sickness benefit

129. (1) Sickness benefit should be granted throughout any period of incapacity for work involving suspension of earnings.
(2) It should be paid from the first day in each case of suspension of earnings.
(3) Where the duration of sickness benefit is limited to a specified period, provisions should be made for extensions in cases in which it is necessary for teachers to be isolated from pupils.

Employment injury benefit

130. Teachers should be protected against the consequences of injuries suffered not only during teaching at school but also when engaged in school activities away from the school premises or grounds.
131. Certain infectious diseases prevalent among children should be regarded as occupational diseases when contracted by teachers who have been exposed to them by virtue of their contact with pupils.

Old-age benefit

132. Pension credits earned by a teacher under any education authority within a country should be portable should the teacher transfer to employment under any other authority within that country.
133. Taking account of national regulations, teachers who, in case of a duly recognized teacher shortage, continue in service after qualifying for a pension should either receive credit in the calculation of the pension for the additional years of service or be able to gain a supplementary pension through an appropriate agency.
134. Old-age benefit should be so related to final earnings that the teacher may continue to maintain an adequate living standard.

Invalidity benefit

135. Invalidity benefit should be payable to teachers who are forced to discontinue teaching because of physical or mental disability. Provision should be made for the granting of pensions where the contingency is not covered by extended sickness benefit or other means.
136. Where disability is only partial in that the teacher is able to teach part time, partial invalidity benefit should be payable.
137. (1) Invalidity benefit should be so related to final earnings that the teacher may continue to maintain an adequate living standard.
(2) Provision should be made for medical care and allied benefits with a view to restoring or, where this is not possible, improving the health of disabled teachers, as well as for rehabilitation services designed to prepare disabled teachers, wherever possible, for the resumption of their previous activity.

Survivors' benefit

138. The conditions of eligibility for survivors' benefit and the amount of such benefit should be such as to enable survivors to maintain an adequate standard of living and as to secure the welfare and education of surviving dependent children.

Means of providing social security for teachers

139. (1) The social security protection of teachers should be assured as far as possible through a general scheme applicable to employed persons in the public sector or in the private sector as appropriate.
(2) Where no general scheme is in existence for one or more of the contingencies to be covered, special schemes, statutory or non-statutory, should be established.
(3) Where the level of benefits under a general scheme is below that provided for in this Recommendation, it should be brought up to the recommended standard by means of supplementary schemes.
140. Consideration should be given to the possibility of associating representatives of teachers' organizations with the administration of special and supplementary schemes, including the investment of their funds.

XII. The teacher shortage

141. (1) It should be a guiding principle that any severe supply problem should be dealt with by measures which are recognized as exceptional, which do not detract from or endanger in any way professional standards already established or to be established and which minimize educational loss to pupils.
(2) Recognizing that certain expedients designed to deal with the shortage of teachers, such as over-large classes and the

unreasonable extension of hours of teaching duty are incompatible with the aims and objectives of education and are detrimental to the pupils, the competent authorities as a matter of urgency should take steps to render these expedients unnecessary and to discontinue them.

142. In developing countries, where supply considerations may necessitate short-term intensive emergency preparation programmes for teachers, a fully professional, extensive programme should be available in order to produce corps of professionally prepared teachers competent to guide and direct the educational enterprise.

143. (1) Students admitted to training in short-term, emergency programmes should be selected in terms of the standards applying to admission to the normal professional programme, or even higher ones, to ensure that they will be capable of subsequently completing the requirements of the full programme.

(2) Arrangements and special facilities, including extra study leave on full pay, should enable such students to complete their qualifications in service.

144. (1) As far as possible, unqualified personnel should be required to work under the close supervision and direction of professionally qualified teachers.

(2) As a condition of continued employment such persons should be required to obtain or complete their qualifications.

145. Authorities should recognize that improvements in the social and economic status of teachers, their living and working conditions, their terms of employment and their career prospects are the best means of overcoming any existing shortage of competent and experienced teachers, and of attracting to and retaining in the teaching profession substantial numbers of fully qualified persons.

XIII. Final provision

146. Where teachers enjoy a status which is, in certain respects, more favourable than that provided for in this Recommendation, its terms should not be invoked to diminish the status already granted.

関 す る 勧

友情にたいして貢献することである。

4. 教育の進歩は，一般に教育職員の資格と能力および個々の教員の人間的，教育学的，技術的資質に大いにかかっていることが認識されねばならぬ。

5. 教員の地位は教育の目的，目標に照らして評価される教育の必要性にふさわしいものでなければならない。教員の正当な地位および教育職業に対する正当な社会的尊敬ということが，教育の目的，目標を完全に実現する上でもつ大きな重要性が認識されねばならぬ。

6. 教育の仕事は専門職とみなされるべきである。この職業は厳しい，かつ，継続的な勉強研究を経て取得し，かつ，維持している教員としての専門家の知識及び専門的技術を要求される公的業務の一種である。また，責任をもたされた生徒の教育及び福祉に対して，個人的及び集団的責任の意識を要求されるものである。

7. 教員の養成および雇用のすべての面にわたって，人種，皮膚の色，性別，宗教，政治的見解，国籍または門地もしくは経済的条件にもとづく一切の差別が行われてはならない。

8. 教員の労働条件は，教員が効果的な教育学習を最もよく促進し，その職業的任務に集中し得るものでなければならぬ。

9. 教員団体は，教育の進歩に大いに寄与し，かつ教育方針決定に参与すべき努力として，認められるべきである。

(4) 教育目的と教育政策

10. それぞれの国で必要あらば，人的その他あらゆる資源を利用して「指導的原則」に合した包括的な教育政策を作成すべく適切な措置がとられるべきである。

その場合，当局は次の原則および目的が学校に与える影響を考慮すべきである。

(a) 子供が最大可能な教育の機会を与えられ

materiellt understöd till be
inte anordnas så, att det i
i tillämpliga fall, förmynda
lor för sina barn än dem s
ler så, att det inkräktar p
tioners rätt att upprätta o
ter som fylles med sådana
väsendet, som kan ha fa
staten.
d) Eftersom utbildning är
för ekonomiska framsteg,
utgöra ett led i den total
planering, som vidtas för
landena.
e) Eftersom utbildning är
de olika grenarna av utbil
ordnade på så sätt, att de
ens kvalitet för alla eleve
ning.
f) Det bör finnas fritt tillträ
ligt sätt sammanvävt skols
gränsar den enskilda elev
till alla stadier i all slags u
g) Såsom mål för utbildni
med enbart kvantitet utan
kvaliteten.
h) För utbildningsväsende
som kortsiktig planering o
inlemmande i samhället av
bero mera på framtida beh
i) All utbildningsplanering
fatta i god tid vidtagna åtg
i vederbörande länder utbi
tillräckligt antal fullt kompetenta och kvalificerade
rare, vilka äger kännedom om folkets levnadsförh
landen och kan undervisa på modersmålet.
j) Samordnad systematisk och fortlöpande forskni
och åtgärder rörande lärarutbildning och lärarfc

III. 기본 원칙

3. 교육은 그 최초의 학년부터 인권 및 기본적 자유에 대한 깊은 존
어 주는 동시에, 인격의 전면적인 발달을 도모하고, 공동 사회의
사회적, 문화적, 경제적 발전을 지향하여야 한다. 그리고, 이와 ?
두리 안에서 교육이 평화에 공헌하며, 모든 국가와 민족, 또는 종
해와 관용 및 우의 증진에 기여하여야 한다는 점이 가장 중요시되

4. 교육의 발전은 일반적으로 교직원의 자격과 능력 및 각 교원의
질과 교육 방법 및 기술면의 자질에 크게 달려 있음을 인식하여야

5. 교원의 지위는 교육의 목적과 목표에 비추어 본 교육의 필요성에
야 한다. 그리고, 교원의 적절한 지위와 교직에 대한 사회적 존경
적과 목표를 온전히 실현하는 데 대단히 중요하다는 것이 인식되어

6. 교육은 전문직으로 간주되어야 한다. 그것은, 엄격하고도 계속적
습득·유지되는 전문적 지식과 전문화된 기술을 필요로 하는 공공
이다. 또한, 그것은 교원들에 대하여 그들이 담당하고 있는 학생들
를 위하여 개인적, 집단적인 책임감을 요구한다.

7. 교원의 양성과 고용의 모든 면에 있어서 인종, 피부색, 성별, 종교
국적 또는 사회적 성분 및 경제적 조건 등에 의한 어떠한 차별도
다.

8. 교원의 근무 조건은
임무에 전념할 수 있

9. 교원 단체는 교육 발
며, 따라서 교원 단체

٢ ـ مبادىء توجيهية

يجب أن يتجه التعليم نحو تنمية الشخصية الانسانية
مية كاملة ، وكذا نحو تقدم المجتمع اقتصاديا وثقافيا
اجتماعيا ، وكذلك نحو غرس الاحترام العميق لحقوق
سان والحريات الاساسية . وينبغي اضفاء اهمية بالغة
ى ما يجب ان تسهم به التربية فى تحقيق السلام والتفاهم
شر التسامح والصداقة بين جميع الامم ، وبين الطوائف
دينية والجماعات العنصرية

وينبغي التسليم بان النجاح فى التعليم يتوقف بصفة عامة
ى مؤهلات وقدرات هيئة التدريس عامة ، كما يتوقف
سفة خاصة على الصفات الانسانية والتربوية والفنية
معلمين كأفراد .

وينبغي ان تتهيأ للمعلمين اول
تعليم كما تقدر فى ضوء الاهد
اماة أن هذه الاهداف والاغراء
ر على تهيئة اوضاع صحيحة
اف لمهنة التعليم من جانب الر

وينبغي أن ينظر الى التدريب
ورة من صور الخدمات العامة
خصصة وبمارات خاصة يعمل
ليها عن طريق الدراسة المتوام
طلب منهم شعورا بالمسئولية ال
ليم ورعاية التلاميذ الذين يعه

وينبغي أن تتحرر جميع نوا
ن أى نوع من انواع التفرقة ا
للون أو النوع أو الدين أو
لقومى أو الاجتماعى أو الحالة

وينبغي أن تكون الاحوال الت

IV — OBJETIVOS DA EDUCAÇÃO E POLÍTICA DOCENTES

10 — Sempre que fosse necessário, deveriam tomar-se em cada país as medidas adequadas para formular uma política docente global, que se ajuste aos princípios gerais antes mencionados e de acordo com a qual possam aproveitar-se todos os recursos e todas as capacidades disponíveis.

Ao fazê-lo, as autoridades competentes deveriam levar devidamente em conta as consequências, para o pessoal docente, dos princípios e objetivos seguintes:

a) Cada criança tem o direito fundamental de beneficiar-se de todas as vantagens da educação; dever-se-ia prestar a devida atenção às crianças que exijam um tratamento educativo especial;

b) Iguais facilidades deveriam conceder-se a todos para o exercício de seu direito à educação, sem discriminação por motivo de sexo, raça, cor, religião, opiniões políticas, origem nacional ou social, ou situa-

E RIGHTS AND RESPONSIBILITIES
TEACHERS

nal freedom

eaching profession should enjoy academic
n the discharge of professional duties.
:hers are particularly qualified to judge
ng aids and methods most suitable for
ls, they should be given the essential rôle
ce and the adaptation of teaching material,
tion of textbooks and the application of
nethods, within the framework of approved
nes, and with the assistance of the educa-
norities.

ners and their organizations should parti-
the development of new courses, textbooks
ng aids.

ystems of inspection or supervision should
ed to encourage and help teachers in the
nce of their professional tasks and should
; not to diminish the freedom, initiative
nsibility of teachers.

ERECHO Y OBLIGACIONES
EL PERSONAL DOCENTE

ades profesionales

el ejercicio de sus funciones, los educado-
berían gozar de libertades académicas. Es-
specialmente calificados para juzgar el tipo
das y métodos de enseñanza que crean me-
más adaptables a sus alumnos, son ellos
s deberían desempeñar un papel esencial en
cción y la adaptación del material de ense-
así como en la selección de los manuales y
ción de los métodos pedagógicos dentro de
ogramas aprobados y con la colaboración de
toridades escolares.

personal docente y sus organizaciones debe-
rticipar en la elaboración de nuevos progra-
manuales y medios auxiliares de enseñanza.

odo sistema de inspección o de supervisión
a ser concebido con el objeto de estimular
ar al personal docente para el mejor cum-
nto de sus tareas profesionales y para evi-
e sea restringida la libertad, la iniciativa
esponsabilidad del personal docente.

АВА И ОБЯЗАННОСТИ
ИТЕЛЕЙ

ональные свободы

исполнении профессиональных обязанно-
теля должны пользоваться академической
й. Поскольку учителя обладают особой
нией в оценке учебных пособий и методов
я, наиболее подходящих для своих учащих-
ни должны играть главную роль при выбо-
способлении учебных материалов, отборе
в и применении методов преподавания в
утвержденных программ и с помощью ор-
родного образования.

теля и их организации должны принимать
в разработке новых программ, учебников
их пособий.

ая система инспекции и контроля должна
ганизована таким образом, чтобы поощрять
и и помогать им в выполнении их профес-
ных задач, и не должна ограничивать сво-
циативу и ответственность учителей.

. DROITS ET DEVOIRS DES
ENSEIGNANTS

ertés professionnelles

Dans l'exercice de ses fonctio
ignant devrait jouir des franch
es. Les enseignants étant part
ifiés pour juger des auxiliaire
es d'enseignement les mieux a
es, ce sont eux qui devraient p
ntiel dans le choix et la mise
triel d'enseignement, le choix
application des méthodes péda
adre des programmes approuv
ours des autorités scolaires.

Les enseignants et leurs orga
ent participer à l'élaboration d
ammes, manuels et auxiliaires d

Tout système d'inspection ou d
être conçu de manière à enco
e les enseignants dans l'accom
s tâches professionnelles et à r
dre la liberté, l'initiative et l
enseignants.